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ABSTRACT

This document clarifies the concepts of Performance Based Teacher Education, examines their potential, and identifies problems and questions. Five essential elements are identified: 1) teaching competencies to be demonstrated are role-derived, specified in behavioral terms, and made public; 2) assessment criteria are competency-based, specify mastery levels, and are made public; 3) assessment requires performance as prime evidence and takes student knowledge into account; 4) the student's rate of progress depends on demonstrated competency; and 5) the instructional program facilitates development and evaluation of specific competencies. Characteristics include program individualization and modularization; emphasis on exit rather than entrance requirements; the systemic, open approach, with feedback loops and program alternatives; and student and program accountability. The advantages of PBTE are identified and include the attention to individual abilities and needs, the focus on objectives, the emphasis on the sharing process by which these objectives are formulated and used as the basis of evaluation, and efficiency. There are problems in the lack of valid evaluation criteria and in the domination of PBTE by competencies which are easy to describe and evaluate. (MBM)

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PERFORMANCE-BASED TEACHER EDUCATION

What is the State of the Art?

by Stanley Elam

Editor, Phi Delta Kappa Publications

for the AACTE

Committee on Performance-Based Teacher Education

December 1971

American Association of Colleges for Teacher Education
One Dupont Circle
Washington, D. C. 20036

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Foreword

The Committee on Performance-Based Teacher Education was established by the AACTE in keeping with its time-honored role as an agent for improving preparation programs for professional school personnel. This committee, comprised of highly respected educators from diverse backgrounds and professional assignments, is in a strong position to provide leadership as teachers and teacher educators consider the implications of competency evaluation for the preparation of educational personnel.

The Committee has been charged with responsibility to study the many efforts currently taking place in the United States in the area of performance-based teacher education. Based on this study, the Committee is further charged to give direction to these developments so that their potential for improving teacher education will be brought into sharp focus for consideration by all who are involved in the renewal of teacher education.

The Association is pleased to offer to the teacher education community the Committee's first state of the art paper. In so doing AACTE is confident that it will be useful to teacher educators and others striving to improve preparation programs for professional school personnel. This is hopefully the first of a series of working papers that will be useful in carrying out the purposes of the Committee's program.

The Association acknowledges with sincere appreciation the role of the Bureau of Educational Personnel Development of the U. S. Office of Education in the effort. Without its financial support as well as its professional stimulation the Committee's work would be impossible. The members of the Committee under the chairmanship of J. W. Maucker are to be sincerely thanked for their significant contribution to the vitalization of teacher education.

Edward C. Pomeroy
Executive Director, AACTE

Preface

This initial report is issued in response to an AACTE Board of Directors' mandate to the Committee to "find out what is going on all over" under the rubric of Performance-Based Teacher Education and to inform the profession on the present state of the art. The Committee anticipates periodic revision as more sophisticated experimentation is undertaken in this most fertile field.

In preparing this paper, the Committee set a task force of its own members to work, debated its ideas and, realizing that committees seldom write coherent reports, they invited Stanley Elam, the editor of Phi Delta Kappa Publications, to serve as author. The Committee assembled a group of experts at Denver in August of 1971 to discuss the key concepts identified by its task force, and it subsequently reacted to a series of drafts prepared by Dr. Elam. In the process, he earned the gratitude of the Committee for his patience and perceptivity; the substantive content of the report, however, is the Committee's and Dr. Elam should not be made responsible for it.

Only passing reference is made in this document to teacher certification, teacher centers, public school programs for utilization of personnel, and other significant developments, not because they are considered unimportant but only because they lie beyond the scope of the Committee's assignment.

This is the first of a series of publications the Committee expects to issue in order to clarify key concepts underlying the Performance-Based Teacher Education "movement" and provide assistance to practitioners in colleges, universities, and school systems. It will shortly publish descriptions of programs actually visited by Committee members and staff; it will bring out an updated annotated bibliography and a series of papers that describe in depth the experience of specific colleges in developing and operating programs, some dealing with theoretical issues, others projecting anticipated outcomes in scenario form.

The Committee hopes for widespread dissemination and discussion of this report and invites, yes welcomes, dialogue to achieve further clarity in subsequent revisions. Communication should be addressed to Dr. Karl Massanari, Director of the Performance-Based Teacher Education Project, AACTE, One Dupont Circle, Washington, D. C. 20036.

For the AACTE Committee on Performance-Based Teacher Education

J. W. Maucker, *Chairman*
Karl Massanari, *Director*

Note: Although I am listed as author of this paper, I feel compelled to note that hardly a paragraph in it is entirely my own. This is as it should be; for the paper was a committee product in the best sense of the word, that is, under the perceptive guidance of J. W. Maucker, chairman of the AACTE Committee on Performance-Based Teacher Education, the best input of a committee made up of knowledgeable and experienced members was moulded into a coherent statement that should have considerable value at this juncture in the development of PBTE. The process included at least four meetings of the full committee and a three-day conference attended by some fifty authorities in the field of teacher education and other interested persons. All of this was coordinated and facilitated with fine precision and cheerful efficiency by Karl Massanari and his staff at AACTE Headquarters. I was happy to be a part of this effort. -- SME

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PERFORMANCE-BASED TEACHER EDUCATION: WHAT IS THE STATE OF THE ART?

Introduction

Purpose of the Paper

Performance-based teacher education in the United States at the beginning of the Seventies is by no means a full-fledged movement. At least one observer has called it a multifaceted concept in search of practitioners. There are, however, antecedents, developments, and growing pressures which suggest that a reform movement of great potential is in the making--given enlightened leadership, resources, and the research back-up to expand a dangerously thin knowledge base, particularly in the area of measurement.

The American Association of Colleges for Teacher Education has studied the phenomenon for more than a year and has commissioned a number of papers devoted to its various aspects. Its Committee on Performance-Based Teacher Education (PBTE) offers this initial statement to the profession in an effort to clarify PBTE concepts, to examine their potential and identify related problems, issues, ambiguities, differences of opinion, and unanswered questions. It is the Committee's hope that this statement will provide information basic to policy decisions on adopting and adapting PBTE programs, and it welcomes further dialogue, experimentation, and feedback.

What Is Performance-Based Teacher Education?

What is PBTE and why do some authorities consider it potentially superior to traditional strategies for developing the teacher knowledge, skills, and attitudes necessary to facilitate pupil learning?

Much traditional teacher education can best be described as experience-based. That is, it assumes that if a student, planning to teach, experiences a specified number of courses in specified areas of study and undergoes some kind of student teaching experience, he is ready to begin teaching.[1] Such programs are performance-based only insofar as the required grade-point average can be considered a performance measure. They do not specify what prospective teachers need to be able to do or accomplish.

By contrast, in performance-based programs performance goals are specified, and agreed to, in rigorous detail in advance of instruction. The student must either be able to demonstrate his ability to promote desirable learning or exhibit behaviors known to promote it. He is held accountable, not for passing grades, but for attaining a given level of competency in performing the essential tasks of teaching;

the training institution is itself held accountable for producing able teachers. Emphasis is on demonstrated product or output. Acceptance of this basic principle has program implications that are truly revolutionary, as we shall see.

Background

Why PBTE Now?

While preparation programs for professional school personnel have traditionally been credit-course-degree oriented, teacher educators have always recognized that teaching performance is the ultimate measure of their success. Early efforts to relate teaching behavior to pupil learning, college success to vocational success, and theory to practice in practicums and internships all stretch back into the early history of pedagogical training in our century. What then happened in the decade of the Sixties to focus attention on experimentation with performance-based programs?

Historical Context

This is no place for exhaustive analysis of the historical context of PBTE. Nevertheless, certain antecedents and attending conditions need to be examined, however briefly. First, it should be understood that interest in PBTE predates the current rage for accountability, although its concepts are distinctly congruent with accountability principles and gain strength therefrom.

Probably the roots of PBTE lie in general societal conditions and the institutional responses to them characteristic of the Sixties. For example, the realization that little or no progress was being made in narrowing wide inequality gaps led to increasing governmental attention to racial, ethnic, and socioeconomic minority needs, particularly educational ones. The claim that traditional teacher education programs were not producing people equipped to teach minority group children and youth effectively has pointed directly to the need for reform in teacher education. Moreover, the claim of minority group youth that there should be alternative routes to professional status has raised serious questions about the suitability of generally recognized teacher education programs.

The federal role in education was legitimized and made operational following the Russian Sputnik. Federal money became available for a variety of exploratory and experimental programs, including such projects as the ten elementary education models funded by the U. S. Office of Education[2] and investigations of performance-based certification by

state departments of education. More recently, economic conditions have led taxpayers to demand visible dividends on their investments in education. The "taxpayers' rebellion," as well as highly vocal discontent expressed by the romantic critics, has resulted in demands for accountability at every level, including teacher education.

Technological developments have made available new resources for teaching and learning and threaten to alter the teaching role in fundamental ways. Business and industry have entered the education field, not only operating education programs for their own purposes but preparing and marketing new learning tools and techniques. School boards began in 1967 to contract with private firms for specialized, "guaranteed-or-your-money-back" educational services, and a new industry was born. Among its prominent features is an emphasis on the use of paraprofessionals and "learning center managers" who require a minimum of specialized training.*

New concepts of management (e.g., the systems approach) were pioneered by government and industry. In education they were used in the planning, design, and operation of more efficient, product-oriented programs.

Confronted with the ultimate question of the meaning of life in American society, youths have pressed for greater relevance in their education and a voice in determining what its goals should be. Thus PBTE usually includes a means of sharing decision-making power.

The education profession itself has matured. First, there have been important advances in the art and science of teaching. For example, evaluation and assessment are more highly sophisticated than they were a decade ago, thanks largely to the greater availability of research funds. Beginning with the massive studies by Ryans published in 1960,[3] we know much more than we did about teacher characteristics. More recently, the teaching act itself has been exhaustively analyzed. At least 200 observational category systems have been developed, of which Flanders' Interaction Analysis and its

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*In a sense this trend conflicts with the growth of the differentiated staffing movement. The teacher shortage of the early and mid-Sixties, certification laws requiring longer preparation periods, collective demands for the inclusion of teachers in important policy decision making, and other forces led inexorably to pioneering efforts in staff differentiation. Resultant new roles have important implications for teacher training.

variations are the best known.* It has been argued that the more teacher trainers know about requirements for success in the teaching act, the more precisely they can establish program goals and assess performance, both important aspects of PBTE.

Second, a more secure body of teachers, most of them with four to five years of college preparation, seem to be winning the struggle for a greater voice in certain decisions that directly affect them. Their goals now encompass greater control of preparation programs and entry into the profession. Thus PBTE ideally involves the cooperation of teacher organizations.

Education's Response

The response of education to salient societal needs of the Sixties can be detailed in terms of substance, process, and structure. Substantively, new and more relevant course content has been developed and is being used. More attention has been given to the affective domain in designing learning experiences. Teacher education programs include elements of sensitivity training. There has been a search to identify common curricular elements that cross cultural lines and develop cultural awareness.

In relation to process, teachers are giving more attention to self-analysis and the development of individualized, flexibly scheduled training programs. There is an increased focus on the formulation of behavioral objectives for learning. More attention is paid to the evaluation of graduates of training programs; that is, emphasis is shifting to exit and away from entrance requirements. New types of teacher training materials have been developed and are being used. New technologies include microteaching, videotaping, and computerized instruction. A number of colleges and universities, in developing performance-based training programs, use the systems approach in their design and operation.

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*Unfortunately, not more than ten of these systems have been used in process-product studies relating frequencies of variables to measures of student achievement. However, it should be noted that the researchers were seeking ways to describe teaching, not to prescribe it; they were not trying to relate teacher behavior to pupil outcomes. For an analysis of these studies and their relevance to PBTE, see Barak Rosenshine, *Interpretive Study of Teacher Behaviors Related to Student Achievement.* Final Report, Project No. 9-B-010, Small Grants Research Projects. Washington, D. C.: National Center for Educational Research and Development, U. S. Office of Education, 1970.

Finally, in relation to structure, there is greater involvement of students in the administration of colleges and universities, just as there is wider involvement of community personnel in operating schools at the local level. Specialized training programs have been developed and funded. For example, the Teacher Corps prepares teachers for the disadvantaged, and a number of programs have been developed by the Bureau of Educational Leadership Training Program in the U. S. Office of Education: The TTT Program, the Educational Leadership Training Program, the Protocol and Training Complex Programs, and the Elementary Teacher Education Models Program already mentioned. AACTE has sponsored efforts, with the support of USOE, to respond to the needs of teacher education. Witness the Teacher Education and Media Projects,[4] the NDEA National Institute for Advanced Study in Teaching Disadvantaged Youth (and its book *Teachers for the Real World*),[5] and sponsorship of a series of nationwide conferences to disseminate the work of the Elementary Models Program. Other structural changes include: new educational programs for preschool children; the shift from campus-centered to site-centered teacher education programs; the notion of continuous career development (e.g., preparation of professional school personnel continues beyond the point of exit from the preparation program); growing dissatisfaction with credit-course-degree orientation for preparation programs; a shift from single-type preparation programs to multiple-preparation programs; more attention to the nature of the professional role for which students are being prepared (e.g., experiments with differentiated staffing); and increasing concern that preparation programs be judged effective on the basis of the performance of graduates, not in terms of the kind and number of courses required. Realizing that the ultimate in accreditation criteria is how well students do after leaving the preparatory institution, the National Council for Accreditation of Teacher Education recently established a standard requiring follow-up evaluation of the effectiveness of teacher education graduates.

All of these societal and professional developments have triggered more self-analysis, more searching for new directions, more confusion and uncertainty--and more excitement and hopefulness--than has been apparent in teacher education for a long while. It has also provided greater clarity as to the options available to teacher education in its search for new directions.[6] But it should be emphasized that the response of teacher education to societal change has been scattered, partial, sporadic, and tentative.

A Description of Performance-Based Teacher Education

Performance-Based or Competency-Based?

No entirely satisfactory description of PBTE has been framed to date, once we go beyond the preliminary definition offered on page 1;

in fact, the term itself is a focus of disagreement. Some authorities prefer "competency-based teacher education," suggesting that it is a more comprehensive concept. In determining competency, according to Weber and Cooper, three types of criteria may be used: 1) knowledge criteria, to assess the cognitive understandings of the student; 2) performance criteria, to assess the teaching behavior of the student; and 3) product criteria, to assess the student's ability to teach by examining the achievement of pupils taught by the student.[7] The term "performance-based" tends to focus attention on criterion #2, although proponents of PBTE do not mean so to limit the concept.

The AACTE Committee on Performance-Based Teacher Education has chosen to retain the term "performance-based" in the belief that the adjective itself is relatively unimportant if there is consensus on what elements are essential to distinguish performance- or competency-based programs from other programs.

Essential Elements

There now appears to be general agreement that a teacher education program is performance-based if:

1. Competencies (knowledge, skills, behaviors) to be demonstrated by the student* are
   - . derived from explicit conceptions of teacher roles,
   - . stated so as to make possible assessment of a student's behavior in relation to specific competencies, and
   - . made public in advance;
2. Criteria to be employed in assessing competencies are
   - . based upon, and in harmony with, specified competencies,
   - . explicit in stating expected levels of mastery under specified conditions, and
   - . made public in advance;

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*We have used "student" to mean the person completing the preparation program. In-service teachers are not excluded from consideration, but the emphasis is on preservice or prospective teachers.

3. Assessment of the student's competency

   . uses his performance as the primary source of evidence,

   . takes into account evidence of the student's knowledge relevant to planning for, analyzing, interpreting, or evaluating situations or behavior, and

   . strives for objectivity;

4. The student's rate of progress through the program is determined by demonstrated competency rather than by time or course completion;

5. The instructional program is intended to facilitate the development and evaluation of the student's achievement of competencies specified.

These are generic, essential elements. Only professional training programs that include *all* of them fall within the AACTE Committee's definition of PBTE.

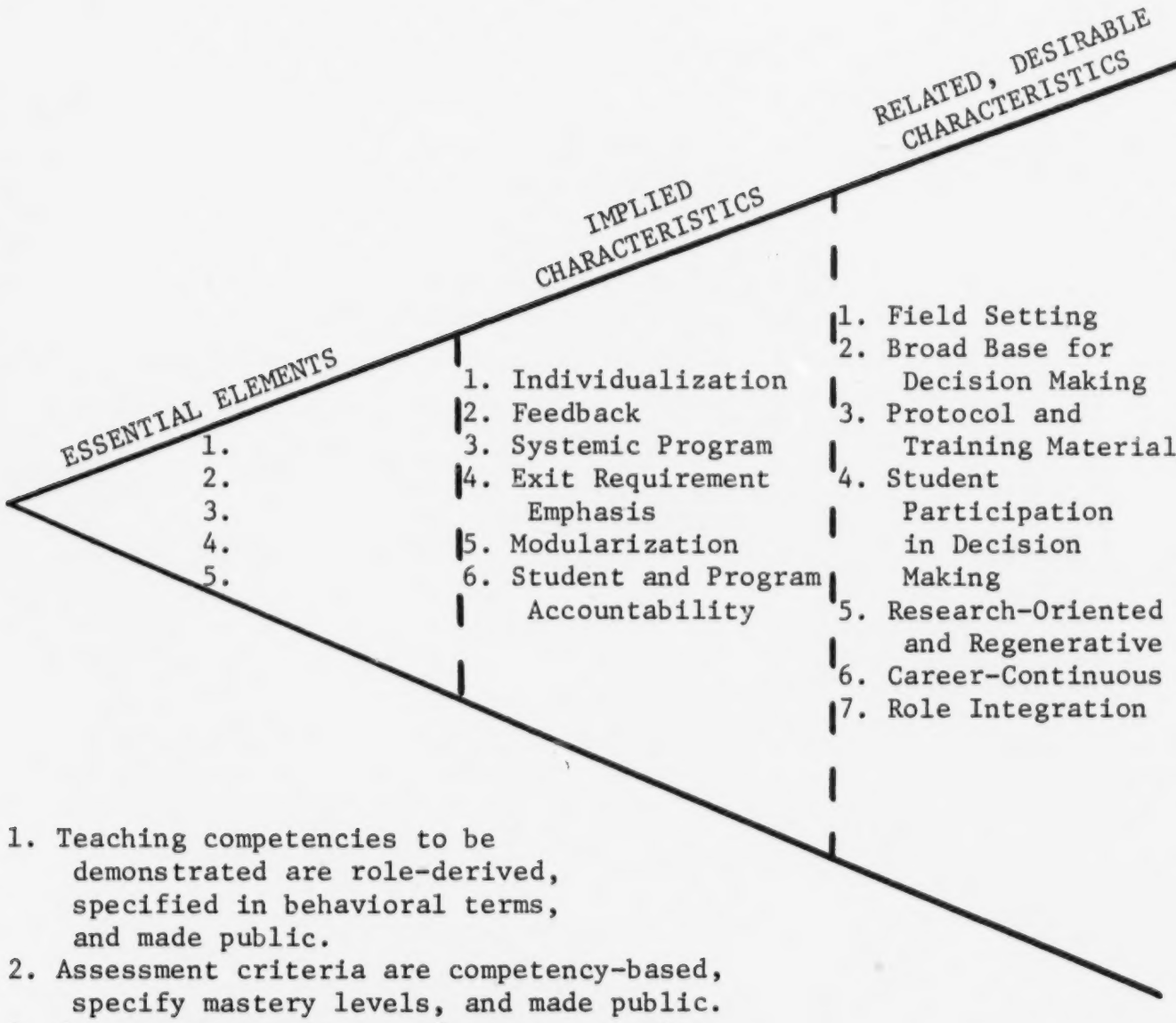
There is another, longer list of elements that may accompany performance-based programs and often do. They should be thought of either as implied or as related and desirable, as in the accompanying diagram. (See page 8.) The categorization as "implied" or "related-desirable" is empirically rather than theoretically based and represents observer perceptions of PBTE in action.

Implied Characteristics

1. Instruction is individualized and personalized. Because time is a variable, not a constant, and because students may enter with widely differing backgrounds and purposes, instruction is likely to be highly person- and situation-specific; but these are only two in a web of interrelated contributing factors.

2. The learning experience of the individual is guided by feedback. This consists of having a person see, hear, or feel how others react to his performance; or it can be self-evaluative, as when a student observes a videotape of his own teaching or reads about what is wrong with his choice of responses. It permits both trainer and trainee to initiate and become involved in the program. Thus this element is closely related to the individualization feature of PBTE. The feedback loop enables the trainer and trainee to modify the program and meet the needs of the individual. Among its implications are these: a) there is no one right way to achieve any particular performance objective, b) real choices among means are made available to the individual.

Conceptual Model of Performance-Based Teacher Education



1. Teaching competencies to be demonstrated are role-derived, specified in behavioral terms, and made public.
2. Assessment criteria are competency-based, specify mastery levels, and made public.
3. Assessment requires performance as prime evidence, takes student knowledge into account.
4. Student's progress rate depends on demonstrated competency.
5. Instructional program facilitates development and evaluation of specific competencies.

3. The program as a whole is systemic, as the essential elements require. A system, according to Barnathy, is a collection of interrelated and interacting components which work in an integrated fashion to attain predetermined purposes. Purpose determines the nature of the process used, and the process implies which components will make up the system. The application of such a systematic strategy to any human process is called the systems approach. Most systems are product-oriented; they operate in order to produce or accomplish something. How accurately these products reflect the system's purpose is the critical measure by which we judge the system's operation.[8]

4. The emphasis is on exit, not on entrance, requirements. Traditional teacher education has tended to establish certain requirements which must be met before the candidate is admitted to a program, after which only passing course grades are required, plus the successful completion of a student teaching experience or internship.

5. Instruction is modularized. A module is a set of learning activities (with objectives, prerequisites, pre-assessment, instructional activities, post-assessment, and remediation) intended to facilitate the student's acquisition and demonstration of a particular competency. Modularization increases possibilities for self-pacing, individualization, personalization, independent study, and alternative means of instruction. It also permits accurate targeting on the development of specific competencies.

6. The student is held accountable for performance, completing the preparation program when, and only when, he demonstrates the competencies that have been identified as requisite for a particular professional role.

Related and Desirable Characteristics

1. The program is field-centered. Because of the heavy emphasis upon performance in the teacher role and assessment in real settings involving pupils, much performance-based preparation is conducted in the field.

2. There is a broad base for decision making (including such groups as college/university faculty, students, and public school personnel). Some of the same factors that produce field-centered PBTE programs contribute also to a generally multi-institutional pattern of organization and method of decision making.

3. The materials and experiences provided to students focus upon concepts, skills, knowledges (usually in units called modules; see Implied Characteristics, above), which can be learned in a specific instructional setting.

These materials are sometimes called protocol and training materials. Protocol materials are used to help the student recognize and understand a teaching concept. For example, a protocol film might show a teacher engaged in "probing" or "reinforcing" activities in a classroom. The film is designed to enable the student to recognize the behavioral referents of such a concept and to identify it. Although the dividing line between protocol and training materials is somewhat fuzzy, training materials are generally thought of as teaching materials enabling the student to reproduce or put into action a sequence of activities or procedures required by a teaching concept. The distinction assumes that there is a difference between the mastery levels in concept recognition and concept utilization.

Training materials include new technology and techniques, such as microteaching, computer-assisted instruction, simulation, gaming, and role playing; but the full arsenal of instructional techniques is available, including lecture, discussion, laboratory exercises, problem solving, independent study, etc.

4. Both the teachers and the students (i.e., prospective teachers) are designers of the instructional system. If the learner is to be a classroom teacher, he must begin making decisions in his training. Thus it is important that he gain practice in guiding his own instruction and in helping to set, at least in part, his own educational goals. This means that the system must not be a completely closed affair in which the student simply goes through the motions as required by those who designed it. There must be sufficient alternatives and options to provide challenge and opportunity for adaptation by the learner during the learning process. There must be opportunity for him to discover how his particular constellation of habits and skills, both cognitive and interpersonal, can be made maximally effective in teaching.*

5. Because PBTE is systemic and because it depends upon feedback for the correction of error and for the improvement of efficiency, it is likely to have a research component; it is open and regenerative.

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*For further discussion of this characteristic, see page 18, "Student Participation in Program Design."

6. Preparation for a professional role is viewed as continuing throughout the career of the professional rather than being merely preservice in character.

7. After the student has an adequate conception of the goals of teaching, instruction moves from mastery of specific techniques toward diagnosis and selective utilization of such techniques in combination. That is, role integration takes place as the prospective teacher gains an increasingly comprehensive perception of teaching problems.

Implications of Performance-Based Teacher Education

Extent and Depth of Impact

As already noted, motive power for the PBTE movement arises not so much from teacher education institutions themselves as from the greater society. These same pressures are felt in state departments of education, in the professional associations, in the public schools. As the pressures continue, the following results are visible within teacher education institutions:

- much greater program flexibility, permitting students to progress at their own rate, with many alternatives and options;
- greater attention to specific skill training;
- greater congruity between objectives and the evidence admitted for evaluation purposes;
- better rationalization of faculty decisions and demands affecting students; and
- development of new facilities and technology required by PBTE.

In short, changes are already beginning and they will be both fundamental and massive.

Because similar pressures affect state departments, professional associations, and the public schools, we can expect a synergistic effect. As teacher education institutions change and their programs become more field-centered, there will be a sharing of decision-making power and responsibility on the part of these institutions, state departments, professional associations, and the public schools. There will need to be a redefinition of the roles of these institutions in cooperative policy-making, planning, implementation, and evaluation functions.

As an example of the last-named need, Smith observes that "It is axiomatic that training institutions cannot be persuaded to reform their programs by specifying criteria for certification as long as these same institutions are themselves allowed to decide whether or not their products meet the criteria."[9] He adds: "If the movement to institute [performance-based] certification is to have any chance to succeed, the initial certification of a teacher must be based upon an evaluation made independently of the institution that gave the training. This means that each state must establish a system of individual teacher evaluation operated by professionals and based upon samples of skills and behaviors." (Smith also favors profession-controlled specialty boards to certify teachers for advancement and promotion.) As yet no one knows whether the widespread demand for improvement in teacher competency and for accountability will be sufficiently strong to force the kind of power-sharing that Smith says is essential for PBTE to succeed.

Irrespective of the source of the initiative, the federal government has been able to increase funding of many projects where PBTE programs are being developed, an effort that extends the impact of the movement to communities that otherwise would have been unable to undertake reform.

Without question, the impact on existing institutions will be enormous if automatic certification is removed from successful completion of the college curriculum and guaranteed to anyone, regardless of background, who might meet performance criteria established by other agencies without requiring extensive training.

The PBTE movement also raises many important questions with respect to the in-service teacher. What are its implications for his evaluation and promotion? How does it accommodate role differentiation? Will the in-service teacher be periodically reassessed on the basis of performance criteria in order to maintain tenure? These questions are doubly significant in view of the present and increasing oversupply (or underconsumption) of teaching personnel.

The AACTE Committee confesses that no one can predict what the residual effects of PBTE will be ten or twenty years from now. In addition to questions already raised, there is some doubt that the knowledge base (What kind of teaching works best?) will expand rapidly enough for the new curriculum to be much more than old wine in new bottles. We cannot be sure that measurement techniques essential both to objectivity and to valid assessment of affective and complex cognitive objectives will be developed rapidly enough for the new exit requirements to be any better than the conventional letter grades of the past. Unless heroic efforts are made on both of the knowledge and measurement fronts, then, PBTE may well have a stunted growth.

Even if this occurs, however, certain effects of PBTE seem likely to improve and strengthen teacher education. One such effect may be a residue of the process of specifying objectives precisely, publicly, and in detail. A second is the instructional pattern that is being developed to facilitate individualization.

Specifying instructional objectives precisely is by no means new, but the procedure has usually been limited to single courses taught by single instructors, whereas in PBTE it is applied to whole programs. Wherever applied, establishing objectives rationalizes the creation, selection, and development of instruction and media. There is more careful choice of course content, better use of instructional time, and better articulated and more reasonable sequencing of instructional material. The approach is also likely to result in better integration of curricula across arbitrary boundaries erected for administrative convenience.

The second important residue of PBTE, the pattern of individualization adopted, is likely to have an impact beyond teacher education. Once the old pattern of grades, credit hours, and fixed-schedule classes is broken and independent study is emphasized, the new pattern is not only likely to become a permanent part of teacher education but may spread to other areas of the college curriculum as well. Such a pattern is already developing outside of teacher education in many institutions. Nevertheless, PBTE may often be the entering wedge, particularly where complete programs are concerned.

Setting Priorities: the Focus of Attack

Obviously, a first step for leaders wishing to experiment with PBTE is to negotiate reciprocal arrangements between the teacher education institution, the public schools, and the professional associations. Program elements (e.g., scope and sequence, operating procedures, revision procedures) must be articulated in advance of the training program so that all parties to the performance-based program are in agreement and can be mutually supportive.

Staff roles will need to be defined and allocated early. The clinical professor, who must combine theory and practice, has a key role to play, as have supervising teachers from cooperating schools who contribute to the success of both the formal training and the practicum.

Establishing valid criteria for evaluating the effectiveness of the performance-based program is a necessity, of course, and is one of the most difficult areas of development.*

*See page 15, "Problems, Issues, and Concerns."

A careful scenario of the extensive changes in both the teacher preparatory institution's training program and the public or cooperating schools' instructional program must be planned cooperatively and explained in thorough detail to all concerned parties.

New certification criteria at the state department level need to be established, probably after a great deal of experimentation with the program.

Options and Alternatives

The performance-based approach to teacher education is by no means a repudiation of all that has gone before in teacher education. Rather, the movement may be looked upon as a convenient vehicle for bringing about many kinds of improvement. Neither should it be considered merely a modest evolution from old practices. It has the potential to revolutionize teacher education and call into question many current school practices. However, it is both desirable and realistic to permit options and alternatives to PBTE to flourish, compete, and be made subject to research. Similarly, program diversity within the PBTE movement should be expected and encouraged, not for its own sake but for purposes of intelligent comparison.

Conceptually integrated role models of teaching and of teacher education, which are developed well beyond our current level of knowledge concerning performance and measurement, appear to be examples of needed program alternatives. The profession must constantly be aware that there are options to the whole notion of schools and teachers as we now know them. Educational planning must go beyond mere restructuring of the present system.

The Promise of PBTE

To recapitulate, the promise of performance-based teacher education lies primarily in: 1) The fact that its focus on objectives and its emphasis upon the sharing process by which those objectives are formulated in advance are made explicit and used as the basis for evaluating performance. 2) The fact that a large share of the responsibility for learning is shifted from teacher to student. 3) The fact that it increases efficiency through systematic use of feedback, motivating and guiding learning efforts of prospective teachers. 4) The fact that greater attention is given to variation among individual abilities, needs, and interests. 5) The fact that learning is tied more directly to the objectives to be achieved than to the learning resources utilized to attain them. 6) The fact that prospective teachers are taught in the way they are expected to teach.

7) The fact that PBTE is consistent with democratic principles. 8) The fact that it is consistent with what we know about the psychology of learning. 9) The fact that it permits effective integration of theory and practice. 10) The fact that it provides better bases for designing research about teaching performance. These advantages would seem sufficient to warrant and ensure a strong and viable movement.

Problems, Issues, and Concerns

The Criterion Problem

What is a professional teacher? Primarily, someone who can facilitate learning in pupils (or, more specifically, promote cognitive, affective, and psychomotor growth). All of the roles a teacher plays should contribute directly or indirectly to this outcome. It is the promise of PBTE that it constitutes a potentially powerful strategy for enhancing this outcome. One of the humiliating uncertainties that hovers over every PBTE experiment, however, is this: What will be accepted as *evidence* of successful performance by the teacher candidate? Unfortunately, we do not even have a satisfactory list of crucial skills and behaviors which a teacher must possess in order to perform reasonably well and to survive in the ordinary classroom with personal satisfaction.

No one can provide an all-purpose answer to the evidence question, partly because answers are situation-specific, but more fundamentally because our knowledge base is too thin. Paraphrasing the Committee on National Program Priorities in Teacher Education, the question's complexity derives in part from philosophic considerations about the appropriateness of specific criteria for objectives of the teacher education program and in part from the technical issues bearing upon the feasibility of collecting, analyzing, and interpreting data pertinent to criteria of program and individual effectiveness.[10]

Richard Turner has identified six different criterion levels and discusses their power and availability in dealing with the evidence question. His Criterion Level 6 is concerned with the effects of a training program on improvements in teacher knowledges and understandings. Criterion Levels 5 and 4 are concerned with the effects of teacher training on improvement in pedagogic skills under laboratory or simplified training conditions. Criterion Level 3 addresses itself to the effects of training on a teacher's behavior under actual classroom conditions. The concept of pupil change as a criterion of teacher effectiveness is introduced at Criterion Levels 2 and 1. Criterion Level 2 is concerned with changes in pupil behavior that can be effected in a relatively short time-period (one to two weeks)

and under actual classroom conditions. Criterion Level 1 is concerned with the long-range effects of teacher behavior on changes in pupil achievement and well-being.

There are fundamental differences between Criterion Levels 6 through 3, and Criterion Levels 2 and 1. Criterion Levels 6 through 3 focus directly on the impact of training on teacher behavior. Criterion Levels 2 and 1 are concerned with both the effects of training programs on teacher behavior and with the effects of teacher behavior on pupil performance.

It may be helpful to make a distinction between the two basic purposes for which we can use evidence of successful performance by students trained in a PBTE program. Student performance on various criteria is evaluated regularly and frequently as a basis for decisions related to his progress through the program and his own career development; this serves a diagnostic or guidance function. Performance of students and of teachers trained in the program may also be assessed for the purpose of evaluating the program itself. This serves an evaluation and research function. We shall discuss the latter first.

If a program is evaluated against criteria at Level 3, it is being evaluated under the assumption that the teacher abilities and characteristics it seeks to develop in its students are those which will enable a teacher to be effective in facilitating pupil learning. Since knowledge that would justify such an assumption is extremely limited, use of Level 3 criteria for this purpose does not seem advisable at present. Evidence showing whether graduates of a program have mastered and are using the skills which the program is designed to develop has diagnostic value, however, and may be useful in program development. But if the success of the program in its goal of producing effective teachers is to be evaluated, it would appear that criteria at Levels 1 and 2 must be used.

If criteria data at Level 3 and also at Levels 1 and 2 are obtained at the same time, knowledge about which skills or abilities are in fact related to teacher effectiveness may be obtained in addition to evaluation data. In other words, it will be possible to begin to build the knowledge base we so sorely need. In this way, needed research can be a by-product of program evaluation.

When an attempt is made to evaluate a PBTE program with Level 1 and 2 criteria, some very difficult questions arise. Are instruments available which measure an adequate range of pupil growth variables -- cognitive, affective, and psychomotor? If not, who will construct them? What is an adequate range of variables, and when and how often must they be measured? How can the portion of student growth for which the teacher is responsible be isolated and measured?

When student performance is being evaluated for individual diagnosis or guidance, on the other hand, Level 1 and 2 criteria may appropriately be used only in those instances in which the relationship between teacher behavior and pupil learning has been established.

Depending on the specific objectives of the module (or set of them) being evaluated, criteria at Levels 3, 4, 5, or 6 may be appropriate. It would seem, however, that as a student progresses toward certification, Level 3 criteria would become more and more important. Questions which arise when Level 3 criteria are used include the following: How do we identify the behaviors to be measured, and at what level of specificity do we define them? What available instruments (if any) can be used? How do we go about constructing the new ones we will surely need?

The Scope of PBTE

Among the more difficult questions asked about the viability of performance-based instruction as the basis for substantial change in teacher preparatory programs are these: What should the scope of the program be? Should it include the humanities and other portions of the academic program? Is the performance-based approach more applicable to certain components than to others? Will it tend to produce technicians, paraprofessionals, teacher aides, etc., rather than professionals? Does it deal only with instrumental values and not with consumatory values? (Some experiences are worthwhile in and of themselves.)

These questions derive from the fact that, while performance-based instruction eliminates waste in the learning process through clarity in definition of goals, it can be applied only to learning in which the objectives sought are susceptible of definition in advance in behavioral terms. Thus it is difficult to apply when the outcomes sought are complex and subtle, and particularly when they are affective or attitudinal in character.

As a group of experts assembled by the AACTE Committee on PBTE expressed it: "At this time PBTE is at a stage of development that would tend to be applicable in some of the knowledge and skills areas. Agreement can probably be reached in those areas which have already established product consequences, or in those areas which have been hypothesized as having the highest probability for affecting student behavior."

It is safe to say that for the present the scope of performance-based instruction is sufficiently wide to include instruction ranging from simple motor skills (e.g., throwing a football) through complex tasks (e.g., building test items or diagnosing speech defects).

But no group is yet ready to say how *much* of a preparation program must be performance-based before it is indeed a performance-based teacher education program.

Student Participation in Program Design

The democratic ethic encourages, if it does not require, shared faculty-student development of program goals. But authorities differ on the question of how far shared goal development should go. One group assembled by the AACTE Committee on PBTE to strive for consensus on controversial aspects of the performance-based movement reported a "heated and splintering discussion." Another insisted that teacher trainers and practicing teachers, not prospective teachers, must unite to make at least the major decisions regarding the "what" (competencies to be developed) and the "how" (procedures and methodology) of teacher education, for only then can the profession rationally be held accountable for the correctness of program decisions.

Another AACTE-assembled group expressed a similar judgment, but added that students might still be able to consult on details of the program, assisting in modifications to fit their individual capacities, motives, and aspirations.

Representatives of teacher organizations expressed a particular desire to be involved in deciding what competencies are to be developed.

The AACTE Committee on PBTE itself sees the teacher as a professional decision-maker rather than as a technician who follows a prescribed or previously patterned set of actions and responses. As a consequence, it becomes important that the individual student, as he encounters his preparation, be provided with opportunities for goal setting, program designing, and the selection and creation of preparation experiences. PBTE should help the individual student become proficient in using a base of knowledge to make decisions about himself and his own particular style of teaching.*

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*We are beginning to have illustrations of built-in cooperative decision making in teacher education involving trainer and trainee. At several institutions, for example, the student consults with his adviser on the question of how he will proceed through a module. The method may range from reading and use of other media to working in a school or community. Thus the process by which a goal is attained may be cooperatively determined and jointly planned.

Special Concerns

Philosophic Underpinning

Some authorities have expressed the fear that PBTE has an inadequate philosophic base, pointing out that any performance-based system rests on particular values, and the most important of which are expressed in the competencies chosen and in the design of the learning activities.

In theory, any kind of competency can be an objective of teaching, but in practice we are not yet wise enough to design effective training experiences for all of the objectives we want to attain. The competencies that are easier to describe and to evaluate are likely to dominate a competency-based or performance-based teacher education system when it is first inaugurated. Thus it follows that the values that are most prominent during the first few years are likely to be those associated with the particular competencies selected.

The skills of teaching and the behaviors of a teacher which are difficult to learn and to evaluate often focus on the human aspects of teacher-pupil contacts. The more convergent learning activities and simpler skills often focus on the more mechanical aspects of communication, writing behavioral objectives, operating equipment, and so on. Unless one is careful, knowledge objectives and very simple skill objectives are likely to predominate in a PBTE program.

A special effort will be necessary to broaden competency- and performance-based teacher education. It may be desirable to emphasize more divergent, creative, and personal experiences as best we can during the first years when such programs are being installed. As examples of such emphases we might cite: 1) developing in the student the self-confidence to remain immersed in a learning experience long enough and deeply enough to make the assimilation of that experience personally relevant; 2) encouraging a wide-angled, existentialist vision of his learning experience that will enable him to remain open to unpredicted learning outcomes (Performance-based teacher education may result in a pragmatic narrowing of vision that cuts off all learnings that are not predicted in the original statement of objectives); 3) developing independent and interdependent thinking; 4) helping the student to clarify his preferred learning and teaching styles and allowing him to develop them.

Political and Management Difficulties

Because the management and politics of PBTE are of only peripheral concern in this paper, they will not be discussed here at

length:

1) The consortium arrangement almost inevitably associated with PBTE (e.g., community, university, public school, state department of education, and teacher association participation in policy setting, program planning, implementation, evaluation, and revision) causes many management problems. A consortium requires new power and policy alignments and new financial arrangements whose political implications are at least as critical as the professional.

2) Striking a proper balance between simulating performance in PBTE and real performance in the school setting (practicum or internship) is important and difficult.

3) The PBTE movement requires additional funding if salutary outcomes are to be ensured. There is likely to be a shortage of appropriate materials and facilities, for example, unless adequate funding is forthcoming in the near future.

4) There are political aspects to the question of how far the professor's academic freedom and the student's right to choose what he wishes to learn extend in PBTE.

5) Performance criteria appear to have utility both in determining who should enter a teacher preparation program and who should finish it. Hopefully, they will ultimately be useful in helping recruit students with exceptional potential for teaching. The mere adoption of a PBTE program will eliminate some prospective students because they do not find it appealing. The question remains: Will these be the students who *should* be eliminated?

6) The PBTE movement could deteriorate into a power struggle over who controls what. Thus there is a need to specify decision-making roles early, to work out political and legal relationships satisfactorily, or to evolve new organizations and institutions where the cleavages will not exist (e.g., public schools which could prepare teachers without the necessity of involving colleges).

7) PBTE removes students regularly from the campus into field settings and emphasizes individual study and progress rather than class-course organization, thus tends to isolate the people involved. We live in a period when such isolation is not a popular social concept, and since many aspects of the PBTE approach could be conceived as Skinnerian, dehumanizing, etc., it is important that programs be managed in such a way as to minimize isolation.

8) Modular material that is largely self-instructional is likely to attract into teaching only those students who are efficient and well-organized, and sufficiently self-controlled to pace themselves through large chunks of material. While some would argue

that this is desirable and will give us better teachers, we don't know whether that is the case. Further, modularization provides a self-screening to entrance into teacher education that we have not had heretofore. It may therefore be desirable to continue our non-modularized conventional programs until we are sure we know the effects of modularized self-instruction.

9) Finally, there is a need to overcome the apathy, threat, anxiety, administrative resistance, and other barriers that stand in the way of moving toward PBTE and toward performance-based teaching in the schools.

Assessment Problems

Although some of the problems listed here have been touched upon in prior discussions, it may be well to repeat them for emphasis in slightly different terms: 1) Who should assess performance? 2) To what extent should the focus be upon performance of the prospective teacher and to what extent upon performance of the learner? 3) Can performance in the affective domain be assessed as effectively as performance in the cognitive and psychomotor domains, and, if so, how? 4) How can institutional assessment of the prospective teacher be related to certification of school personnel?

But the overriding problem before which the others pale to insignificance is that of the adequacy of measurement instruments and procedures. PBTE can only be successful if there are adequate means to assess the competency of the student.* The bulk of the effort in establishing PBTE is most likely to go into the development of new instructional materials, into working out arrangements with the bursar and registrar, into devising ways for practicing teachers and

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*Two problems connected with PBTE's dependence on valid assessment procedures should be given special notice. First, within the past ten years educational assessment, measurement, and testing have come under heavy fire, both from inside and outside the profession. The charges cover a wide range, including the accusation that testing is often a pointless exercise, its results seldom used in planning programs or in teaching. PBTE may force a reversal of this trend. The second problem stems from the charge that most educational tests, and particularly intelligence or psychological tests, have not been "culture-free." With its emphasis on exit rather than entrance competency, PBTE may attract teacher candidates for whom culture-free tests, not yet available, will be a critical necessity. To achieve its promise, institutions employing PBTE may have to foster and encourage development of such tests.

administrators to share decision making, into moving the program into the field, and--most important of all--into developing ways to use faculty and librarians most effectively in the operation of unconventional modules in a conventional system. But, when all this is done, an institution will still not have moved beyond current conventional grading procedures unless new methods are found for assessing the complex cognitive and affective objectives which are such an essential part of the training of teachers. Yet this is the foundation stone on which the program rests. Knowing that all they must do is pass a given test, students are going to use those instructional materials that most help them do that and will give short shrift to those that don't. The program designer may think that certain content, theory, or experiences are good for the student, but if all the student must do is to pass the test, then that test controls his motivation and his learning activity. If we merely require him to encounter a variety of experiences regardless of the testing, we may have done little more than cut up our old courses into new pieces.

Judging from modules that are currently being developed, evaluation appears to have been an afterthought. It is often crudely devised. The developers' energy, effort, and imagination have gone into producing the materials themselves, not into means of assessing mastery of them.

Thus, one of the elements of PBTE that seems likely to receive only the attention that is left after other needs are taken care of is the very one that is unique to PBTE and critical to its success--adequate evaluation. Unless there is a change of focus on the part of developers--perhaps a concentration of effort involving division of labor among institutions in some kind of exchange network--and unless the federal government, seeing this as necessary, provides massive new resources and support for the creation of adequate evaluation devices as well, PBTE may well fail to achieve more than a fraction of its potential.

Summary

The purpose of this discussion has been to clarify PBTE concepts, examine their potential, and identify problems and questions. PBTE is a potentially superior strategy for developing the teacher knowledge, skills, and attitudes necessary to facilitate pupil learning. It stresses careful definition of objectives and it focuses instructional effort through continuous feedback. PBTE has five essential elements: 1) teaching competencies to be demonstrated are role-derived, specified in behavioral terms, and made public; 2) assessment criteria are competency-based, specify mastery levels, and made public; 3) assessment requires performance as prime evidence and takes student knowledge into account; 4) the student's rate of

progress depends on demonstrated competency; 5) the instructional program facilitates development and evaluation of specific competencies.

Characteristics implied by the essential elements are program individualization and modularization; emphasis on exit rather than entrance requirements; the systemic, open approach, with feedback loops and program alternatives; and student and program accountability. Related and desirable characteristics include a field setting, a broadened base of decision making, the use of protocol and training materials, student participation in decision making, role integration, a research orientation, and career-continuous preparation.

The impact of the PBTE movement already ranges through teacher education institutions, state departments of education, the professional organizations, and into the communities these serve. It facilitates a sharing of decision-making power and redefinition of the roles of these institutions. Yet PBTE's development has been to date scattered, sporadic, and tentative.

Many unanswered questions still plague PBTE programs. Establishing valid criteria for evaluating their effectiveness is particularly difficult. Pupil learning is the appropriate criterion for assessing the effectiveness of teacher trainers and training programs; but until relationships between teacher behavior and pupil learning can be more firmly established through research and improved measurement, judgments will have to be made on *a priori* grounds. There is a danger that competencies that are easy to describe and evaluate will dominate PBTE, hence a special effort will be needed to broaden the concept and to emphasize more divergent, creative, and personal experiences. Also, important political and management problems are associated with PBTE.

This paper identifies a number of advantages of PBTE. Among the most promising are its attention to individual abilities and needs; its focus on objectives; its emphasis upon the sharing process by which these objectives are formulated and used as the basis of evaluation; its efficiency, enhanced by the use of feedback; and its student and program accountability features. These advantages would seem sufficient to warrant and ensure a strong and viable movement, given intelligent leadership and adequate support for research to strengthen the thin knowledge base, particularly in the field of measurement, upon which it must rest.

Footnotes

[1]In the 1970 NCATE *Standards for the Accreditation of Teacher Education*, developed by AACTE, course work in the area of general studies, content of the teaching specialty, humanities and behavioral studies, teaching and learning theory with laboratory and clinical experiences, and a "practicum" experience are recommended. However, the NCATE statement leans toward PBTE in Standard 5, which emphasizes performance. Other standards require an institution to define teacher roles for which students are being prepared, the performance required in these roles, and the programs designed to train students for them.

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[10]*The Power of Competency-Based Teacher Education*, Project No. 1-0475, prepared by the Committee on National Program Priorities in Teacher Education, Benjamin Rosner, chairman. Washington, D. C.: National Center for Educational Research and Development, U. S. Office of Education, 1971.

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AACTE carries out its program through the voluntary services of representatives from member institutions, a full-time professional staff at the Headquarters Office, and continuing commissions and ad hoc task forces. Projects and activities are developed to implement Association objectives. The Annual Meeting, held in February, considers current issues in teacher education and Association business as well as the development of acquaintances within the membership. Biennially, the AACTE sponsors a week-long School for Executives which provides an opportunity for concentrated professional attention to specific problems concerned with institutional teacher education programs. An important program of publications supplements the AACTE meetings and committee work. By means of the BULLETIN the Association serves as a clearinghouse of information concerning the education of teachers. As a member of the Associated Organizations for Teacher Education (AOTE), the AACTE works in a coordinated effort to improve the education of teachers. Through the Advisory Council of the AOTE, the cooperating groups are represented on the Board of Directors of the AACTE. A Consultative Service assists member institutions in working with specific teacher education problems.

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